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Background Paper 24

**ACCESS TO THE SYSTEM: THE  
PLIGHT OF THE OUTSIDER**

**Dough Lauchlan**

# **Skill Development Leave Task Force**

**Background  
Paper**

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**ACCESS TO THE SYSTEM: THE  
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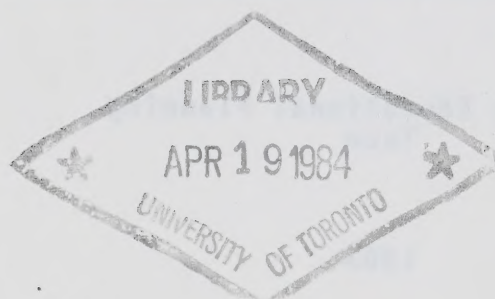
Dough Lauchlan

Canadian Educational Planning  
Team

1983


This is one in a series of background papers prepared for the Task Force on Skill Development Leave. The opinions expressed are those of the author(s) and do not necessarily reflect the views of the Task Force or the Department of Employment and Immigration.





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## SUMMARY

Canada faces a series of apparent contradictions in the development of effective employment policies. On the one hand, the impact of recession, the growing core of unemployed, the social impact on the young and other identifiable groups. On the other, the demographic realities that point to critical shortages in the late 80's. The development of effective access for the outsider must take both of these trends seriously.

A review of the current system of access reveals encouraging individual success but continuing structural problems in both the educational and employment development systems. Not enough attention has been paid to research in the realities of life for the alienated and the disadvantaged. The work of Oetting and Miller of Colorado State University is cited as an example.

The paper proposes several types of action for progress. A more aggressive role is defined for the federal government. A series of new incentives for targeted employment, particularly related to the tax system, are proposed. It is recommended that the potential role of the military as trainer receive greater attention. Improvements in training delivery systems (particularly competency based systems and individualized delivery methods applicable in rural Canada) are recommended. The role of the private sector as an incentive to innovation should be

legitimized and expanded. Finally, a major effort to create employment for well trained unemployed young people is proposed. It should be a national effort, targeted to as many as 10,000 clients, with municipal service requirements as the focus of activity.



## INTRODUCTION

The social impact of the current unemployment situation raises frightening scenarios for the future. Just at the point where public policy recognized that there are some very special publics within those lifeless unemployment statistics - publics who need special attention because they do not have equal opportunity in the work force; the impact of recession makes meaningful affirmative action nearly impossible. The special problems of women, the handicapped, Indians, and the inexperienced (usually young) remain a priority, but a priority difficult to deal with in the face of 11.5% unemployment. The social biases within the unemployment picture are identified, but under current circumstances remain.

There is a growing anxiety that while the economy may turn around, some apparent victims of recession are really permanently displaced - and there is more to come. Cars are built better by robots. Computer controlled machines will displace other jobs in the manufacturing sector. The impact of computer/word processor technology is just beginning. There is a strong sense that the rising percentage of Canadian workers left idle when the economy is running full blast has gone up another notch - perhaps as high as 8%.

Perhaps the most frightening part of the scenario is the special plight of young people. The inexperienced, untrained youth have always been vulnerable in the job market.

But now it is hard for the cream of the crop: the bright, well-trained, well-motivated young person who used to be able to step firmly onto the first step of the ladder of success upon graduation from college or university. But many of the principle employers of these people have cut back, and the cutbacks may last a long time. The assumption of higher demand and higher prices which was a part of the mystique of the oil and gas industry no longer obtains. The industry is on hold, and with the hold pattern a lot of hopes by young people are on hold, too. The same is true of major public utilities. Ontario Hydro and Manitoba Hydro (and probably others) are overbuilt, and it will take a long time to absorb the excess capacity. And the story goes on.

The shocking unemployment rates for young people include the predictable underskilled, but also the unexpected engineers, scientists, technicians and apprentices. What will the effect of prolonged frustration be on them? Are we risking the loss of a significant portion of the productive capacity of a generation?

There is another scenario, equally perplexing but quite different. Instead of a crisis of demand, it is a crisis of supply - in a very few years we will be critically short of people in the workforce. The thesis does not ignore automation or predict unduly optimistic economic growth. It is based on demographic facts. The great population bulge is now in the labour force. The number of people between 18 and 25 will decline this year for the first time in two decades and that decline will plunge until 1985 when the number in that key age



group will be down by a full 20% from current levels. What happens into the 90's is predictable because the people are already born - it is slow growth but not to peak levels. After that, it depends on assumptions from birth rates to war. The safe assumption is a low birth rate.

These basic facts, added to an accelerating proportion of the population over 65 means shortages, at the very least, a high productivity demand on the work force by the last half of the '80's. It means a high productivity demand on the very people who are facing serious problems in their attempts to enter the work force right now. We can't afford a lost generation. Even if we wanted to be absolutely bloodless about the suffering of young men and women, we will desperately need these people in less than five years. We will need systems to upgrade the skill of people in the work force. But the system must be open to the 8% (if that is the number) non-participating - skilled and unskilled alike.

This paper will examine the current capacity of the system to deal with the unskilled, alienated or socially undesirable. It will make recommendations about correcting deficiencies and it will also advance proposals to create meaningful opportunities for young people ready for employment that is not ready for them.

#### The Access System

This paper will not attempt a detailed description of the of the whole training system in Canada. Its concern is with the

capacity of the system to accommodate those who have not taken advantage of it: the secondary school dropout, the culturally disadvantaged, special groups, and the social outcast. We will examine the question with two points of reference: the capacity of the educational system to adjust, and the capacity of the employment system to accommodate (or be persuaded to accommodate).

# 1. The Education System

## A) Secondary School Level

There are a plethora of specialized opportunities for late attainment of secondary school qualifications: traditional night schools, adult high schools, classes for special groups (learning disabilities, pregnancies, etc.). There is also a more general acceptance of high school equivalency systems (like GED) for entrance requirements into other forms of training.

## B) College and University Entrance

While the senior matriculation with an acceptable standard of performance is the normal post-secondary entrance requirement there are many modifications designed to accommodate students who need a second chance. Many Community Colleges have "open door" admission policies. That means any person 18 or over is admissible to the institution. It is then the responsibility of the College to provide opportunities for the student to meet the requirements of specific programs. Adult admissions, challenge examinations, pass/fail systems are all part of



the spectrum of adaptability. In addition, colleges and universities have run educational affirmative action programs - especially related to Canadian Indians.

C) Specialized

There are a myriad of education programs attached to rehabilitation agencies: prison programs, drug rehabilitation centres, residences for handicapped and centres for the emotionally disturbed.

In spite of the variety of honest attempts to be useful and imaginative, the success rate of the educational system with genuinely disadvantaged groups or truly alienated people, is not impressive. There are moving individual stories, programs which are impressive (like Brandon University's Northern Teacher Education Program), and many dedicated imaginative people. Yet education does not seem to be seen as the instrument for change by Indian people, the opportunity for redemption by the prison population, or the key to change for women.

2. The Employment System

Some of the most creative work in relation to new opportunities for the disadvantaged has been done within the employment system, most at the initiative of or with the major assistance from government.

A) Employment Development Programs

Subsidized employment has been one of the most effective tools in creating opportunities for people who otherwise would not make it in a competitive job market. Again there are truly heartening individual stories. The

predictable concern is whether the job will outlast the subsidy. Sometimes it does, sometimes it doesn't, but the job experience itself may be of long-term benefit.

These programs have been developed by both levels of government through direct departmental action and through the use of special programs like Outreach.

Employment development programs have several drawbacks. While job creation at the bottom of the job market is valuable for the person who gets the job, there is little economic multiplier effect of stimulus at this level. Some critics argue that the subsidy should be placed at a critical management level (eg. financial planning and accounting in a small business) and the jobs at the bottom would follow growth. Some business development activities sponsored by programs like LEAP have been long on social purpose and short on management sense and long-term economic viability. Does that detract from their usefulness? The case is arguable.

#### B) Employment and Training

Government is the major client for training seats in most Canadian training centres. There are many opportunities for the unskilled to participate in mainline training sponsored by government.

The presence of the opportunity doesn't guarantee its effectiveness. The link between employment and training is often too tenuous. The preparatory period is often too long. The training system sometimes requires activities of



no apparent benefit to the recipient. While the link between training and employment experience is not what it should be, on the other hand, the link between training and other support systems, is often missing. Failure is often not the fault of the training system. It is the result of the dominance of other problems in the client's life or family.

### Life Without Employment

There is substantial literature on the debilitating effects of prolonged unemployment. There is a growing body of articulate first-hand experience expressed in self-help groups across the country. There is an understanding that those who live in a dependent counter culture develop values and lifestyles where employment has little or no place. There is an awareness that prolonged poverty brings a cycle of problems which tend to create a truly vicious circle of entrapment. There is recognition that all of these when combined with racial or cultural difference, become all the more difficult.

Yet in spite of all this, there is very little diagnostic capacity in the employment development system. There is evidence of targeting, some of it very creative. But there is not much program or institutional development based on a more comprehensive view of what actually happens to real people.

Some of the more original work in this field has been done by Oetting and Miller at Colorado State University. The American experience with affirmative action programs for urban blacks in the 60's convinced these researchers that simply

providing employment opportunities was not enough. While a job looked like the solution to the problems of the disadvantaged, those problems are so complex that the solution cannot be grasped even if it comes on a silver platter.

Two examples of Oetting and Miller's diagnostic work are included to illustrate an approach which needs to become a part of our solutions to two employment problems.

The first is "The Work Adjustment Hierarchy" (Appendix I). First published in the Personnel and Guidance Journal in 1977, the Hierarchy illustrates the subtleties of the transformation between social dependency and a permanent member of the labour force with growing skills and a desire for upward mobility. Oetting argues that employment development programs that do not take the whole hierarchy seriously will not have long-term results. Either the client will not achieve employment because of lack of acquisition skills, or he/she will fail on the job because of an inability to adjust or function effectively in the face of those challenges identified on the maintenance level, or the client will remain a vulnerable and marginal member of the labour force because consolidation and improvement of skills and attitudes described at the upgrading level has not taken place.

Another interesting example of the analysis of Oetting and Miller is the categorizing of "Barriers to Employment and the Disadvantaged" (Appendix II). In this case, the focus is not on the workplace, but on the life situation of the client. The difficulties encountered by the disadvantaged are outside the experience of the mainstream of Canadians. Problems, which for most of us are on the



nuisance level, can become insuperable for the disadvantaged. Unless employment development services have a capacity to deal with the whole person beyond the provision of opportunities and alleviances, failure is predictable.

Also included is an example of a diagnostic tool developed by Oetting and Miller: The Work Adjustment Interview Schedule (Appendix III). It is an example of an instrument which can be used to translate a conceptual analysis into a practical recovery program.

The point of this plea for a more diagnostic approach is that we will not deal with hard core employment problems without a greater accommodation of support systems to the world of the alienated and the disadvantaged. This is not a plea to replace economic dependence with emotional dependence. It is a claim that we would do better if we built systems on what actually must happen to a person in the change from dependence to employment and independence, rather than programs built on categorized abstractions.

The Recommendations that follow will proceed, in part, from the approach described in this section.





## RECOMMENDATIONS

### 1. An Agressive Role for the Federal Government

The success of the Job Sharing Program the value of employment development programs, particularly wage subsidies for affirmative action purposes, show that the federal government should be a key actor in the attack on employment for the disadvantaged. The private sector may be the place where jobs are created; but, the private sector will not bear the cost of adjustment for many disadvantaged to the work world. The federal government can not only broker the interests of employers and the training establishment, it can create incentives for imaginative action by its financial strength.

More outreach programs are required; but with greater accountability and more tools to work with. The plans for the new Special Youth Units are commendable. Diagnostic tools of the Oetting-Miller variety must be applied to their work, and the issue of support systems must be addressed. Support systems are a difficult issue for a federal agency because they are all controlled by another level of government or private agencies. Perhaps the principle of the purchase of service should be applied.

The support question is not just related to social services, but to training as well. Training and skill development are key issues for the disadvantaged. The issue will be discussed in detail under recommendation four, but it should be noted that case workers with experience in

disadvantaged employment should have a great deal to say about the form and extent of training.

One small issue deserves attention. Many unskilled people are discouraged from applying for jobs because the employer has demanded unrealistic and unnecessary qualifications of applicants. High school graduates are not required for many unskilled jobs or jobs demanding the acquisition of a single skill. Yet, many employers ask for a high school diploma as a matter of course, expecting that the requirement brings forward a higher standard of applicant. Such requirements are no incentive to young people to stay in school and serve no useful purpose.

We are increasingly sensitive to discriminatory practices in relation to age, sex and colour. Educational qualifications can be applied in a manner which is rank discrimination.

## 2. Employment Incentives

There is no question that wage subsidies have been an important tool in employment development. Of course, some employers take advantage of the program, and of course some employees fail to take advantage of the program. Particularly when applied to reduce the competitive disadvantage of some people who, left on their own, would never get a chance to prove themselves. Wage subsidies can be useful, indeed essential. However, direct wage subsidies are only one method to be applied.

The government of the United States has had some real success with various targeted job tax credit programs. The



consequence to a wage subsidy is not dissimilar in terms of government cost and employer benefit. Under circumstances, there are advantages to the tax approach.

The obvious initial advantage is to government expenditures - it doesn't have to lay out the money. That has some attraction in this time of serious deficits.

But, there are other advantages. Conditions can be attached in relation to employer obligations which can strengthen the program - basic length of service, training requirements etc., compliance is a condition of any benefit. Under certain conditions a tax advantage means more to an employer than a wage subsidy. Other variations can be built into the program: more variables in relation to time and wage levels. This provides more opportunities to deal with the issues involved in the upper areas of the Oetting/Miller Hierarchy of Work Adjustment. It provides time for skill acquisition that can allow the special placement employee to become a valuable member of permanent staff - not a vulnerable fringe employee.

This paper does not argue that tax incentives should replace wage subsidies. Rather it argues that tax incentive provisions can be a helpful addition to the existing program.

### 3. The Military as Trainer

Canada has not had a numerically significant body of young people involved in military experience since World War II. The American recruiting slogan, "We don't ask for experience - we

give it", raises interesting possibilities under current conditions.

While the basic purposes of national defence and the fulfillment of international obligations cannot be jeopardized to create training options, the possibilities of including training for civilian life with the trade of soldiering is not impossible. Some military specialist occupations are transferable, but others are not.

The writer has no expertise in this area, but knowledgeable opinion argues that further exploration is warranted.

#### 4. Training Delivery Systems

In spite of the quality and variety of Canada's training institutions, there remain serious problems which deter those outside the mainstream. Most formal institutional training programs have too many preliminaries to accomplishment for those long separated from, and previously unsuccessful in, educational systems. It is not that the training programs are too long - the experience of progress and accomplishment takes too long. There are too many preliminaries and prerequisites.

At least two papers presented to the Task Force have made the case for competency based training systems. A detailed argument here would be redundant. However, one specific application should be noted. Control Data Corp. will soon have Fair Break Training Centres and Vocational Training Centres in operation in many Canadian cities. The results of these centres must be closely monitored. The Computer Assisted Instruction



programs in these centres is a specialized delivery system applied to a competitive based curriculum system. Good results will be vindication not only for the delivery system; but equally for the curriculum design. The success of the centres will also raise the question of the application of the technology to distance delivery systems for the benefit of disadvantaged people in rural Canada - perhaps a greater problem on a per capita basis than in urban areas.

The Control Data Corp. experiment raises the whole question of the place of the educational entrepreneur within the whole training system. There are powerful arguments to be mounted for an education-for-profit sector. They are not the traditional arguments of efficiency of the private sector.

The real question is how public is the public sector in education. There are powerful interest groups exercising profound influence in education and training systems for adults. The most powerful body in any college or university is the faculty. To say this is not to accuse faculties of a lack of integrity or responsibility. It is to recognize that faculties have special interests that are not always the same as those of the students or the public. The influence of professional associations and trade unions on curriculum, entrance standards, graduation requirements and numbers admitted is profound. The collective bargaining process is omnipresent. The list goes on.

It can be argued that public education and training systems are influenced less by the public than by the balance of

internal forces. It is this workable power compromise that shapes institutional operations.

Under these conditions there is much to be said for alternate systems. If nothing else, such systems will force adjustments in the public system which otherwise would not be made.

The Federal Government has specifically excluded contracting with education-for-profit groups for nearly all of its programs. This exclusion is a mistake. The success of the contract system in American Job Corps Centres is one important example of creative use of private sector skills and initiative in training. We should take another look at the use of the private sector to pioneer new solutions.

Some private sector training could be directly attached to industry and explore new relationships between formal training and work experience.

While there are inspiring individual success stories and outstanding examples of individual creativity, the current training establishment will not make a major impact on the skill requirements of the disadvantaged and the alienated.

## 5. Work Experience and the Young

Perhaps the most dangerous circumstance in the long term in the current recession is the number of well trained young people who are unable to find employment in their chosen field. The fit between training and employment is never perfect; but, there is evidence of severe dislocation in several key areas.

As noted in the introduction to this paper, demographic realities would indicate that in the medium and longer term we may well experience skill shortages in areas which may now appear to be oversupplied. We simply cannot tolerate a situation where significant numbers of young engineers, scientists, technologists and trades people are separated from their field for an extended period of time. The immediate human costs would be painful; the long term economic price intolerable.

One of the important lessons of the NEED program is that municipal service faces heavy demand and suffers revenue shortfall almost immediately in a recession situation. The demand for expanded municipal service hits every area: health, social services, recreation, education and special services. The shortfall of revenue affects not only the ability of municipal government to respond to these demands, but also to maintain service levels in all works, operations and engineering areas and to maintain an appropriate level of capital replacement and improvement projects. Municipal government has been the greatest single source of projects under the NEED program.

It is important to note that municipal government, particularly in our large metropolitan areas, requires every kind of professional service. It is a potential employer of nearly every major category of trained young person.

We need opportunities for young trained people - not on a permanent basis; but to provide essential professional experience now. The requirements of municipal governments (secondarily of other levels of government) to provide essential services beyond



their means is the need. What is required is an imaginative vehicle to harness the skills of well trained, but dislocated, young people to meet it - a new kind of Civilian Conservation Corps.

Projects can be restricted to services and activities required, but clearly impossible without the youth corps. There should be no dislocation in either municipal staff or the private sector. The Corps should be designed to self-destruct with improvement in the economy. The object is not new public servants. It is creative employment experience.

The employment of 10,000 young Canadians in such a project would be an enormous encouragement and a great economic benefit in the long run. The time to act on such a proposal is now, as the economy seems to be moving again. The employment effects of economic turnaround will be delayed and these young professionals may face two years under-employment or unemployment without such a move. The program could be designed to have a life of two years with no more than two annual renewals to finish projects.

There are advantages to establishing such a project as a national movement. It can move people about to areas of need, develop an esprit de corps, have wage and benefit levels peculiar to itself, and maintain an active federal presence as a consequence.

Such a project could be a dramatic signal of new hope for Canadians.

This paper does not address issues which are central to the concern of the Task Force. The question of access for the underprivileged and dispossessed is ultimately critical to the main objectives of the Task force. No government could develop policies for support of human development that ignored the plight of a growing minority outside the system. No government could overtly convey benefits to the relatively affluent and secure without offering assurances that those who need help are in fact getting it.

The encouraging fact is that some of the resources which must be developed to make retraining and new skill development effective, are precisely the keys to greater opportunities for those people who are marginal in the labour force.





## APPENDIX I



# Work and the Disadvantaged: The Work Adjustment Hierarchy

The Colorado State University Experimental Manpower Laboratory has been engaged since 1964 in a series of studies involving rehabilitation of the economically disadvantaged. One aspect of our work has been testing of intervention systems to determine whether they actually improve the work adjustment of the disadvantaged. Our primary criteria have included rate of employment, duration of employment, percent of time employed, percent quit or fired, wages, promotions, and where possible, measures of job satisfaction and satisfactoriness.


As long as we were dealing only with those clients who were able to interact somewhat successfully in the job environment, the criteria seemed satisfactory. Since 1968, however, we have been trying to develop and test intervention systems with severely disadvantaged poverty and ghetto populations. All too many of our clients could not get jobs, and many more who obtained employment failed quickly regardless of what help we could offer. We were forced to recognize that we had to develop greater understanding of the

severely disadvantaged, and perhaps create other specific short-term criteria for improvement if we were to effectively help them. This effort led to a major insight. We had been treating work adjustment as a single continuous variable for everyone. Instead, work adjustment consists of a developmental hierarchy—a step-by-step progression. Success at any level requires the skills and attitudes of all the preceding steps, and development through several levels is necessary before even a relatively short duration of employment is possible.


The federal government has spent billions of dollars on training, job placement, and supportive services. Almost every project has failed to really have an impact on unemployment. The nature of the hierarchy shows why most of these programs failed. A good example of such a failure was our own most recent test of an intervention system. It involved job coaching, i.e., the use of paraprofessionals to provide assistance and support to disadvantaged clients after they are placed on the job (Oetting & Miller 1972). Critical incident reports showed time and again that coaches were help-

ing clients resolve problems and barriers to employment that would have led to failure. They helped people find transportation, got clients out of jail, found food and housing, found new jobs after failure, got clients into drug abuse programs, and on and on. If coaching helped solve problems that would have led to failure, it should have increased duration of employment or one of the other work adjustment criteria. Instead, coached clients did no better than randomly assigned controls.

After the fact, the work adjustment hierarchy helped to explain these results. While we were helping with many of the problems that prevent successful employment, we were not providing the kind of help that would move the client upward, step-by-step on the hierarchy. Without the movement, the client stays at the same level. If that level is high enough in the hierarchy, the client succeeds, if not, the client fails—and two-thirds of our clients failed—they were too low on the hierarchy to be successful, and we did not offer specific help that moved them, step-by-step up the ladder to success.



Gene Oetting is Professor of Psychology at Colorado State University. His long-term research interest in the problems of the disadvantaged is now focused on drug use among Native American adolescents. At the moment, he is teaching basic interviewing skills and theories of humanistic therapy to future Counseling Psychologists, and trying to figure out how to select students who will be stimulating and fun to work with in graduate school and who will become the next leaders of the profession.



C. Dean Miller is Associate Professor of Psychology, Chairperson, School Psychology Section, Colorado State University, Fort Collins, Colorado. Recently he has been developing instruments to measure classroom environments. His interest in classroom environments stemmed from his work with Gene Oetting and Charles



## The Work Adjustment Hierarchy

There are eleven levels used to define work adjustment (see Figure 1). To reach and remain at any given level, one must have completed all previous levels. Each level is defined by behaviors or tasks characteristic of that level and by that level's successful outcome. The eleven levels can logically be placed into three groups: (a) Acquisition Group—the steps related to work adjustment that are preparatory to actually working on a job; (b) Maintenance Group—the sequential steps related to holding a job; (c) Upgrading Group—the steps related to vocational development beyond entry level jobs. The person developing through the Maintenance Group would no longer be disadvantaged, so the following sections focus primarily on the first steps of development.

**Acquisition.** The acquisition group involves: (a) a work role identification that serves as a force which motivates people to work; (b) job readiness that includes knowledge of one's own interests and abilities and the kinds of work and work opportunities that would make use of these interests and abilities, so that the person can seek appropriate work; and (c) skills in seeking work, in applying for jobs, and in job interviewing that lead to being hired.

**Level I: Work Role Identification.** Without work role identification, people don't seek work in any regular or systematic way. For example, Harry is a hustler. He gets up at noon, spends the day shooting pool and hanging around

with friends. Like Harry, they don't have regular jobs and they don't want jobs. When he can't get money from his girl friend or family, he will earn a little "bread" by dealing in dope or stealing. He is also an "agency pimp." Harry signs up for a program that pays trainees for sitting in classes. He gets paid, then drops out. The street, interesting, exciting and challenging, is Harry's world, not the dull routine of a job.

Brenda is different, she says she wants a job. She goes to the Employment Service occasionally, but never follows up the leads. She says she wants to work, but she never tries to get a job.

Work role identification appears to involve at least four different dimensions: (a) the individual sees work as valuable and wants to work, (b) the individual's identity includes self-perception as a worker, (c) the person's perception of their social surround includes an expectancy of work and working, and (d) the person expects work to be rewarding. Harry lacks all of these, Brenda only the last.

How can you help Harry? He likes "street life" and his friends support his antiwork values. To reach him, you would need to change his work-related values and his social milieu. It sometimes happens. Someone with immense personal charisma enters Harry's life, or he falls in love with a "good woman" who wants a regular life. Harry then may identify with others who work, adopt their values, change his life-style and his friends, and apply the intelligence he needed to survive on the street to the new world of work and working.

Brenda may show up at an agency or the Employment Service, since they are not associated with the dissatisfaction she has experienced in previous contacts with work. All she really needs is to find work rewarding, to find that she can be successful, and that working meets some of her needs. Placement will probably be a crucial determinant of whether she finds work satisfying or dissatisfying. One more failure and Brenda may never try again. Even after placement, Brenda will need positive, reality-oriented support until she loses her ambivalence and uncertainty about the benefits of working. Dwelling on her problems and internal feelings could lead to even greater dissatisfaction with the kind of job for which Brenda is likely to be qualified.

**Level II: Job Readiness.** The man pumping gas at the all-night station is friendly, alert, and energetic. When the sugar beet season comes, he quits his job and goes to work at the sugar plant because he gets \$1.15 an hour more. After the season ends he finds a job at another station. He talks about going into the Navy and making something of himself. He says he'd really like to be a cop or maybe work for the railroad, and thinks he'll go to L.A. for a while.

Larry is also very pragmatic and usually has little ability to give up short-term gains for long-term benefits, but an aware and sensitive counselor may help him. Job readiness is a complex stage of development based on understanding one's self and the world of work. With understanding, people can hunt for a job that meets their needs and one that they can do well. Without job readiness Larry

Figure 1

The Hierarchy of Work Adjustment

### Level

### Successful Outcome

(C) Upgrading Group	Level XI	High Level Job Maintenance	Satisfactory and Satisfied in New Position
	Level X	Job or Promotion Getting	Gets Promotion or Better Job
	Level IX	Advancement Readiness	Applies for Promotion or Job
	Level VIII	Orientation for Change	Motivated to Seek Improvement
(B) Maintenance Group	Level VII	Skilled Performance and Job Satisfaction	Permanent Employment Except for Job Changes
	Level VI	Interpersonal Relations	Long-Term Employment
	Level V	Entry-Level Performance	Still Employed Beyond Usual Probation Period
	Level IV	Job Conformance and Adaptation	Not Fired and Does Not Quit in First Few Days
(A) Acquisition Group	Level III	Job Getting	Obtains Job
	Level II	Job Readiness	Applies for Job
	Level I	Work Orientation	Motivated to Seek Work



may, someday, accidentally find a job that really fits him, but he is more likely to spend the rest of his life drifting in the secondary labor market, in jobs that offer little in terms of pay, satisfaction, or job security. Work experience, basic education, training, placement assistance and postplacement support may all be necessary to move Larry beyond this level.

Level III: Job Getting. Paula's voice is low and nearly inaudible. She looks down at the desk most of the time. When the interviewer says "Your typing test is only 32 words per minute?" she thinks, but doesn't say, that she was just out of practice. She finally says "Yes," and misses the next question because she is still thinking about what to say to the previous question. The interviewer gets more and more impatient. Within a few minutes Paula knows she has lost out again. She is so disappointed and preoccupied that in the end all she can do is mumble "Uh-huh" when the interviewer says good-bye.

Job getting is the final step in the acquisition phase of work adjustment. Even with good skills and knowledge of the kind of job they want, the disadvantaged often find it hard to get a job.

The first step in job getting is making contact with prospective employers. Many disadvantaged have little awareness or knowledge about job opportunities (Oetting, Cole & Miller 1974). They do not make effective use of the Employment Service, other agencies, or newspapers, and many simply don't know how to reach employers or fill out application forms.

The importance attached to the interview by employers makes it imperative that disadvantaged persons present themselves well. In our Manpower Laboratory, we observed many disadvantaged in simulated job interviews. Barbee and Keil (1973) listed the most frequent failings. A passive presentation of the self was marked by avoidance of eye contact, brief and noninformative verbal responses, and postures and movements that suggested indifference and lack of interest in both the interview and the job. They often could not see why some questions were asked, and frequently failed to convince the interviewer that things like transportation would not be a problem.

Interviewers, who do not understand ethnic characteristics tend to be bothered by posture, mannerisms, and manner of speaking of some disadvantaged. But even if it was because of the interviewer's limitations, Paula still didn't

Fortunately, something can be done. Barbee and Keil (1973) have developed a training program that can change job-interview behavior. The clients first go through a simulated interview. Then they watch themselves on a videotape and are told what they can do better and how to do it. After discussion and rehearsal, they try again. They learn how to attend to questions and how to respond to crucial questions. They learn that negative or evasive responses carry much more influence than positive ones. They learn how to speak candidly and forthrightly about criminal records, or erratic work histories, or limited job experience. At the same time they learn how to fill out application forms, and how to use the Employment Service and other agencies as well as personal contacts to find jobs. The result is a person who not only has better interviewing skills, but has increased self-confidence as well.

Maintenance. The youth from a working family usually comes to the first job with an understanding of some of its requirements and with personal values and needs that fit in with the work environment and the people in it. Disadvantaged youth have few of these experiences. They must learn from scratch, and must learn things that supervisors do not realize need to be learned. So a failure to meet certain basic requirements is not viewed as something that needs to be learned, but as a personal characteristic of the disadvantaged employee. It leads to being fired, or to the kind of criticism that makes a person quit.

Level IV: Conformance and Adaptation. The most fundamental level of being satisfactory on the job is conformance. All work situations have a basic set of conformity requirements that must be adhered to if employment is to endure. Most critical of these is the requirement of attendance, and how to handle those situations when attendance is not possible. Other common conformance considerations include punctuality, dress, hygiene, language, safety regulations, drug or alcohol abuse, and so on. Almost all very early failures that lead to being fired are due to conformance problems.

Pete almost never got up till noon. His friends are still drinking and talking at an illegal club till 4 a.m., and he doesn't own an alarm clock. So, on the second day of work, Pete wakes up late, doesn't go to work, doesn't call, and loses his job. A phone call might have saved his job, but Pete lives in a world where there

says, "I'll meet you tonight" and doesn't show. Pete isn't surprised. The friend found something else to do. If Pete met a new girl or had a family problem, he wouldn't show up either. No one calls to say "I won't be there." The only phone in the block is a pay phone that doesn't work anyway.

Attitude problems can also be crucial. Work can be a strange and disturbing environment. The disadvantaged person starts a job with anxiety and often extreme sensitivity. Directions by the supervisor can seem like personal criticism. Checking up on performance of the new worker can feel like "being on my back." The usual practice of giving routine or dirty jobs to a new man can seem to be based on prejudice. Co-workers who engage in the slightly sadistic "initiation" practices common in some work situations can make the new employee feel both incompetent and unliked. Adapting to this new environment is difficult for anyone. It is a severe problem for the disadvantaged person. Very often, in our experience, everything will seem to be going fine with the new worker, then the supervisor will make one more suggestion. The worker will suddenly explode, shout something like "I can't take it anymore" and walk off the job. The more passive ones simply wait till the end of the day, but don't show up again. Failures at the conformance and adaptation level occur very rapidly, sometimes in the first day and usually within the first week. There is not time to learn job skills, and often not enough time to learn anything about the work environment. It is a failure experience with no benefits at all.

An obvious treatment is to have clients role play, including taking the role of the supervisor. A paraprofessional coach may also help clients with these problems. The coach needs a good relationship with both the client and the supervisor to help reduce stress and improve communication. The coach from the same neighborhood can also follow-up on the client's home ground if the client fails to appear for work. Often the problem was one the clients could not avoid: they were dispossessed and had to stay on the street with their furniture; they were in jail for nonpayment of parking tickets and did not have access to bail; a family member was sick. Once the supervisor knows what is going on, there is often considerable sympathy and cooperation, but the disadvantaged client all too often does not see the need for communica-



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tion or does not know how to go about it.

A better solution to the problem may be to try to reach the supervisor. Supervisors are often distrustful and uneasy around disadvantaged employees. Their response may be either to avoid the employee or to become extra firm and tough. But providing supervisors with special training programs about the disadvantaged may cause problems rather than alleviate them. We have found increased stereotyping and antagonism after some supervisory training programs. The most promising technique seems to be working with individual supervisors using a very pragmatic behavioral approach. The focus is on the individual case and what the supervisor can do with that person rather than on generalities about the disadvantaged. For example, a simple behavior change, such as starting a discussion by using a verb ending in "ing" instead of the word "You" can focus the problem on the task instead of on the person.

This stage is the critical transition from the streets to the job. It is not just taking a job, but a change in an entire life-style and an adaptation to a foreign environment. It is a far more difficult step for the disadvantaged youth than is usually recognized.

**Level V: Entry-Level Performance.** Once a person meets the conformance requirements of the job and makes the basic adaptation to the work environment, they are likely to work long enough so that performance variables become important. Performance on the job is traditionally thought of as quantity and quality of work output. A careful examination of what performance actually means during the first few weeks on a new job suggests that there are a set of work skills common to most jobs that have not been given sufficient attention, and that job failure is likely to be related to these basic skills (Feifer, Mobilization for Youth, Inc.). For example, Jane was told to pack boxes on a loader. She finished, sat there for a few minutes, then walked over to talk to a friend. After this happened a few times, the supervisor was convinced Jane was lazy and recommended she be dropped before the probation period was up. Actually Jane did not know one simple performance skill: asking what to do next when a task was finished.

Jim lacks another basic performance skill. He was sealing pieces in a plastic wrapper. The supervisor told him that when he finished, he should set out

showerhead parts for assembly. Jim did not stop what he was doing, listen carefully, and most important, ask questions until he knew exactly what to do. He finished his immediate task without knowing exactly what to do next. The supervisor now thinks Jim is "dumb."

The basic performance skills include working steadily, listening to directions, asking appropriate questions, accurately following directions, attending to relevant aspects of the task, and lowered attention to irrelevant cues (things like inappropriate socializing or distracting circumstances). Individual jobs may have other basic skills, but these are central to adequate beginning performance on most jobs. Skills similar to these have been successfully taught to disadvantaged clients by videotapes that model both satisfactory and unsatisfactory performance followed by role playing and group discussions (Feifer, Mobilization for Youth, Inc.). The counselor or paraprofessional coach must also help the supervisor see that performance failures are not due to immutable personal traits such as being "lazy" or "dumb" but occur because the worker has not been taught certain skills.

**Level VI: Interpersonal Relations.** People can actually maintain employment for a considerable period of time if they are functioning at Level V. They will not maintain employment permanently unless interpersonal relations within the job environment are pleasant, comfortable, and supportive. Except for some clients with personal social adjustment problems who need relatively long-term counseling, development at Level VI may take care of itself. We have found that our disadvantaged clients who continue employment for long periods of time lose their feelings of alienation: they begin to feel part of the work group, and they make friends at work. They lose their fear and hostility toward their supervisors and the other workers that marked their early work experience (Miskimins & Baker 1973).

**Level VII: Skilled Performance and Job Satisfaction.** There is a higher level of skill important to long-term successful employment. Some skills are specific to the job, such as running a particular piece of machinery, and almost every worker will eventually develop these skills. Others are common to a high level of performance on many different jobs, and are often the factors that prevent a worker from becoming a highly valued employee. They are abilities such as working independently without supervision, taking initiative, and being able to make decisions.

At the same time, the worker may change in orientation so that personal needs are much more highly met in the work situation. Originally the work needs that were highest were probably for pay and security. Now they are more likely to include satisfaction based on needs such as independence and human relations and pleasure from association with fellow workers. This is the highest level in the maintenance group and many workers stabilize at this point in development. They are valuable and valued employees and work has become an important part of their lives. Their steady income lets them enjoy leisure time as well. Unless something happens to change their situation, such as industry failure or relocation, they may remain productive and relatively satisfied until retirement.

**Upgrading.** The worker at Level VII is a stable and productive member of society. Beyond this level the hierarchy is concerned with developing the capacities that lead to greater flexibility and adaptability, greater ability to change with a changing society, and that give the worker greater control over the total work environment. The upgrading group is a cycle. The person who continues job development may repeat the cycle many times. Unlike the earlier stages of the hierarchy, that tend to occur sequentially, the elements of the upgrading cycle are more likely to be mixed, all happening at the same time.

The first step in upgrading is Orientation for Change, development of a point of view that sees promotion or change as both possible and advantageous. The second step, Advancement-Readiness, involves an awareness of the opportunities that are available, their requirements, and insight into how personal skills and abilities can be used in those jobs. Once the worker is ready for advancement or transfer Job or Promotion Getting involves actively seeking the position and successfully interviewing or competing for it. Even a fine worker may lack interviewing skills and could profit from videotape feedback training similar to that described at Level III. Job maintenance requires high-level performance, however, with continued upgrading, interpersonal relations usually become more and more important as the critical variable for success.

### Counseling and the Disadvantaged

Counselors working with the disadvantaged should view the task as helping



people work through a series of developmental levels and stages. The first step is an assessment of the client's level of functioning. The client's work history will show clearly at what level the individual must begin. For example, if the client can get jobs, but loses them or walks out within a few days, work must begin at Level IV, Conformance and Adjustment. If the client interviews, but doesn't get jobs, then job interview training at Level III is crucial. But if the jobs the client seeks are only in the secondary labor market, or are clearly dead ends for that person, then job-readiness preparation is needed first.

Each level calls for a different approach to working with the client. For Job Getting or Entry Level Performance skills, role playing, discussion and feedback are effective. To develop Job Readiness, something much closer to vocational counseling combined with a series of work experiences may be needed. There are some materials that can help; for example, Darcy (1974) has produced a course designed to teach basic knowledge about work. Testing may be useful but the counselor must be aware of the predictive and normative limitations of most tests when they are used with the disadvantaged.

Working with the disadvantaged presents a series of other problems. First, the counselor must be in a position to offer something direct and practical in the way of help. The needs of the disadvantaged are immediate and strong. Vague counseling, just talking about the problems, empathetic and warm as it may be, will be rejected. If the counselor has a proven ability to get people into good jobs, the disadvantaged client will listen.

Another problem is ethnicity. If the counselor cannot be from the same ethnic group, paraprofessional staff who come from the same environment as the client's can be invaluable. They can validate the counselor, handle counseling and training tasks themselves, keep the counselor tuned in to cultural and language differences, provide feedback to keep the counselor sensitive and accurate, and can often work safely and effectively in the field when the counselor cannot.

The most difficult part of the counselor's task is dealing with failure. Clients can only learn so much in an office. Then they have to try it on a job. But even if much has been learned, the odds are that the client will not make it this time. It is hoped that the failure will

but the failure may not even be related to either personal development or the job. The disadvantaged live in a capricious environment. There are a set of life-space barriers that interfere with successful work. They include such things as lack of transportation, child care, illness, imminent eviction, excessive debts, and run-ins with the law. (One of our staff once said "If you ain't been in jail, you ain't a disadvantaged male.") After failure, the counselor needs to help pick up the pieces and start again, dealing not only with the client's pain, but with the counselor's own disappointment, guilt, or anger.

"There are no shortcuts in helping the disadvantaged. Solving one set of problems usually means moving to the next level and beginning to work on a different set of problems or barriers. A few successes, however, make it all worthwhile. The changes are not only economic. When the disadvantaged person finally makes it on the job, the self-concept increases radically and depression and alienation disappear (Miskimins & Baker 1973).

## Education and the Work Adjustment Hierarchy

Present educational systems need to be examined in terms of the work adjustment hierarchy. During the years children are in school, many of them are learning at home, from relatives and friends, the basic attitudes, values, and behaviors that transfer to vocational development. Other children are not, and the school may offer almost the only opportunity to reach them. Academic or vocational programs that focus only on knowledge and do not allow opportunities to learn conformance and basic job-maintenance behaviors, that do not provide for adaptation to work environments and the development of personal needs that can be met on jobs, will not provide the vocational development on the hierarchy that is necessary for later work success. Bad school environments that do not teach students how to listen to directions, when and how to ask questions, how to maintain task behavior, and how to seek out and initiate new tasks, may lead to direct negative transfer and to later job failure. An assessment of how school experience relates to vocational development at each level of the hierarchy would lead to curriculum and classroom changes that could have great positive benefits.

Conclusion: The work adjustment hierarchy defines work problems of the

lems need to be resolved first. At some levels there are clear indications of the kind of help that is needed and of how to provide that help. At other levels, the problem is defined, but we have little information about how to deal with it. Level I, Work Orientation, is the best example. We have seen some people move from that level, but have no way of really reaching people to change their work values. At least we know the problem is there and that is the first step toward a solution.

The most important lesson from the model, however, is that full development of work adjustment requires working through all of the stages. It is obviously a long-term process and requires continuous growth and development. The disadvantaged can be helped, but it cannot be done easily or quickly. We could, perhaps, gain most by changing the educational system so that it helps children develop the work-related skills and attitudes they need. As counselors, we can improve our work with the disadvantaged by viewing the problem from a new perspective and helping people work on the real problems that are preventing success. Ultimately, perhaps, we can really solve the problem by changing our social system so that the economic ghetto, where children learn to be failures, no longer exists.

P&G

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## APPENDIX II





# Barriers to Employment and the Disadvantaged

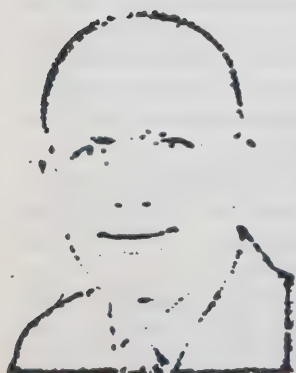
Impoverished and vocationally disadvantaged persons have great difficulty in getting jobs and keeping them. Some of the disadvantaged's problems stem from poor work skills and from attitudes acquired by associating with other people who have been unable to adjust to work. Counselors and training programs can work directly with people to develop skills and change attitudes. Other problems are directly related to the work environment, to prejudice, to job requirements that are difficult for the disadvantaged to meet and that have little relevance to real job skills, or to

the lack of understanding and communication skills of supervisors. Industrial psychologists can help make positive changes in these aspects of the work environment. But even these changes are not enough. There is a third set of problems faced by the disadvantaged when they try to enter training or employment. We have termed these problems barriers to employment because, while they are neither personal skills and attitudes nor part of the job, they are barriers that almost always prevent success.

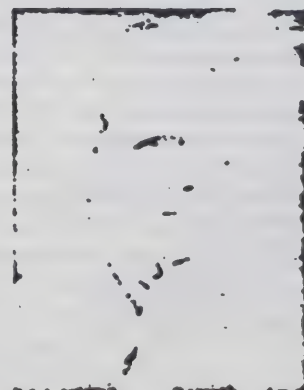
The prevalence of problems and bar-

riers to employment that confront the disadvantaged has been reported in several sources. A book edited by Zimple (1971) contains a list of barriers or problems including the need for child-care facilities, transportation, and help with legal difficulties. The *Manpower Report of the President* (1968) contains a section entitled "Barriers to Employment." Three kinds of barriers were identified: social-psychological, access, and institutional. A U.S. Department of Labor report (1968) listed these barriers: lack of previous work history or an erratic work history; lack of

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**Gene Oetting** is Professor of Psychology at Colorado State University. His long-term research interest in the problems of the disadvantaged is now focused on drug use among Native American adolescents. At the moment, he is teaching basic interviewing skills and theories of humanistic therapy to future Counseling Psychologists, and trying to figure out how to select students who will be stimulating and fun to work with in graduate school and who will become the next leaders of the profession.





## Barriers to Employment

credentials; lack of access to job information; inadequate health status; arrest record; attitudes and values of union and management decision makers; transportation barriers; and stereotypes of the hard to employ. Corbett (1973) asked women receiving aid-for-dependent-children payments to list in order the top 10 problems. The problems most frequently cited were child care, negative personality factors, lack of marketable skills, insufficient education, lack of transportation, lack of work experience, and physical or psychological disorders.

While these and other sources (Gans 1962; Shlensky 1972) contain information about barriers to employment, the differences in the kinds of problems that are considered to be barriers led to a redefinition of the term. Since we had already considered the vocational development inadequacies of the disadvantaged (Oetting & Miller 1977) and the problems that relate specifically to the work environment (Oetting, Cole & Miller 1974), we decided to classify as barriers only those problems that interfere with or prevent success in training or on the job and are external to both the vocational skills and attitudes of the person and to the work environment itself.

## Development of a Checklist of Barriers to Employment

A list of barriers was developed from a review of related literature and through consultations with our staff and disadvantaged clients. The checklist consisted of 37 barriers listed in 11 categories. The number of items under each category varied from one to eight. The checklist of barriers was part of a battery of instruments administered to 409 economically and vocationally disadvantaged persons in the Denver area.

Table 1 contains a summary of the percentages of people who reported a barrier. Cluster analysis was used (Tryon & Bailey 1970) to determine which barriers were likely to cluster together, indicating the possibility of a common underlying cause. Four clusters of barriers were identified: job qualifications, social and interpersonal conflict, legal and financial problems, and emotional-personal problems. Several important problems did not cluster in any systematic way because they consisted of single items with low commonality with any other item or cluster of items. These single-item barriers included child care or other family responsibilities, transportation, drinking, drug abuse, and health-related problems.

Table 1  
Percentage of Positive Responses to Is this a problem now?

	Percentage		Percentage
<b>General Barriers</b>		<b>Emotional-Personal Problems<sup>a</sup></b>	
Child care	21	Feel tense and nervous	22
Health	13	Shy with people	24
Transportation	33	Depression	17
<b>Social and Interpersonal Conflicts<sup>a</sup></b>		Can't control anger	9
Fighting/arguing with spouse	13	People are against me	11
Fighting/arguing with neighbors	6	Other personal problems	11
Fighting/arguing with friends	7	<b>Drug-Abuse Problems</b>	
Fighting/arguing with others	8	Drinking problem	6
Other marital or social problems	7	Drug abuse	5
<b>Financial Problems<sup>a</sup></b>		<b>Job Qualifications<sup>a</sup></b>	
Bill collectors	16	Lack of references	22
Wages garnished	8	Lack of education	40
Evicted from housing	7	Lack of work experience	48
Lawsuits	4	Lack of skill	45
Other financial problems	5	Too young	20
<b>Legal problems<sup>a</sup></b>		<b>Discrimination</b>	
Police record	12	Racial	25
Trial(s) pending	8	Religious	8
On probation or parole	8	Sex	10
Other legal problems	4	<b>Communication Problems<sup>a</sup></b>	
		Speaking English	
		Language problems	
		Reading problems	

Although we had not identified them as separate barriers at the time we developed the checklist, we found some items on another instrument that we were using that we later classified as barriers. These items were problems with English, language problems, and reading problems. They clustered together in another analysis, suggesting a common underlying characteristic. The details of both of these cluster analyses are available in another report (Oetting, Cole & Miller 1974).

**Removal of Barriers.** Interacting with an individual or with a group of people for the express purpose of helping to remove a barrier or a cluster of problems requires skills, competency, experiences, and resources that are beyond the training of most counselors and therapists. Further, the nature of a barrier is such that it is usually the major problem in the client's life at that time. If the counselor cannot help solve that problem, the client may wonder if the counselor can help with anything. Failure to help remove the barriers will almost always guarantee that the person being helped will fail in training or on the job.

**Child Care.** Child care is a formidable barrier for disadvantaged women and men who are single heads of households. Even if women have nonworking men in the household, we have found that masculine-role identity in disadvantaged populations is likely to prevent many men from playing adequate child-care roles.

Resolving child-care problems for the individual person you are trying to help requires exploration, by you, of the community resources. Remember that a successful arrangement should have considerable flexibility as well as meet the immediate day-to-day need. Consider what will happen in case of sickness of the child or the child-care worker, if there is a breakdown of transportation, or in the event of other emergencies.

The counselor from another cultural background also has to be sensitive to cultural patterns that can help solve child-care problems. For example, in some Native American tribes, the newly married couple traditionally moves into the bride's mother's home. The grandparents are expected to share in child care and child raising, and the mother can leave home without a problem. In other minority subcultures there may



families, however, even in these cultural groups, there may be no access to child care through an extended family.

Attempts to use existing private or middle-class public day-care facilities for disadvantaged families have met with mixed success. Sick children, for example, or those wearing dirty clothing are not welcome in some child-care programs. Where middle-class parents have the resources to care temporarily for a sick child, the disadvantaged often do not.

In our experience, if a significant number of disadvantaged people are to be helped, community child-care programs have to be funded for that specific purpose. Funds have been obtained from United Way, revenue-sharing funds, women's resource centers, and private philanthropic grants. It takes a core of dedicated and committed leaders to write the proposals for grants, look after the business and accounting procedures, handle personnel policies and problems, and seek continuous financial support for the day-care centers. If your community hasn't attacked this problem, one possible place to start is with the local Head Start Parent Advisory Council, which often has the drive and the contacts to initiate self-help within disadvantaged communities and the contacts to find help outside of a particular community.

A report on parent participation in Head Start (1972) contains an example of parent and neighborhood involvement in obtaining a day-care center:

Head Start parents organized over 500 community residents to sign petitions and write letters to put political pressure on state representatives to maintain funding for a day care center that was to be closed due to lack of funds. These funds were forthcoming and the day care center remained open. Since interest and involvement by the parents and other residents continued, the day care center was expanded and became a community center for low income and migrant families. (pp. 214-215)

**Transportation.** Transportation barriers interact with child care, training, conformance, obtaining work, and holding a job. Availability of good public transportation does not automatically solve the problem. The Chicago Jobs Now program found that it was neces-

sary. A program of learning bus routes both by map and by personal experience proved successful.

An example of an innovative and highly successful program developed to remove transportation barriers shows one kind of solution. A group of county officials identified 11 women on welfare who were single heads of households and who had expressed a desire to work full time. The officials hired a man to assist the women in purchasing vehicles and maintaining them. The women could choose from two or three vehicles within the \$800 to \$1,000 range. The officials made it possible to lend the women the money, at no interest, for an indefinite period of time. The employee assisted the women in maintaining the vehicles and was subject to call any time a vehicle would not start and was needed to go to class or to work. Few people realize that a dead car battery, a flat tire, or obtaining a safety sticker can immobilize the low-income person for days and even weeks. Low-income people don't have the money to pay for repairs and new parts.

All 11 women completed their training and obtained full-time employment. Nine of the women were still holding full-time jobs at the end of the first year of the program and within three years had paid off their loans. Two women chose to return to the state and federal program because they felt they were not doing an adequate job of working full time and caring for their children. The money saved was more than twice the cost of hiring the person to maintain the automobiles.

**Job Qualifications.** To some extent, poor job qualifications are an aspect of the vocational development of the person, relating to poor work skills. We decided, however, that there are aspects to poor job qualifications that fit the definition of a barrier. If a person lacks a certificate or diploma, the lack may prevent or limit employment even though a certificate or diploma has nothing to do with abilities. In this case, lack of a diploma is a barrier. The same thing is true of lack of references, lack of reportable work experience, or lack of evidence that an individual has skills.

Obviously, local vocational and educational institutions can help provide both the work skills and the certificates needed to attest to those skills. The disadvantaged person may, however, need a different kind of help.

sent these on a job application or during an interview. They also did not understand the need for references or how to find people who would provide them with references. A job interview-training program was developed that used practice and videotaped feedback. It helped many low-income persons overcome these problems (Barbee & Keil 1973).

**Social and Interpersonal Conflicts.** Social and interpersonal conflicts outside the job create problems for many disadvantaged. Despite the fact that they have nothing directly to do with work, these social conflicts can create emotional stresses and situations that can affect work adjustment. The four items that relate specifically to fighting or arguing clustered together, indicating that there is an underlying characteristic related to social conflict. A person fighting or arguing with one group or person is also likely to be fighting or arguing with others.

Psychotherapy is useful when it is available and when a therapist is able to communicate despite cultural differences. Unfortunately, we still have all too few minority therapists. Along with therapy, however, we have found it necessary to reduce other stresses. When we looked at combinations of employment barriers, we found that interpersonal conflicts usually occurred in conjunction with barriers in several other areas. When this happens, therapy may be necessary, but other help is needed as well.

A form of assertiveness training can also help, with particular emphasis on the difference between aggression and assertion. Aggression and assertion styles, however, are expressed in different ways in different cultures. Once people have learned how to handle the problems in their own culture, it is still necessary to learn how to be assertive and not aggressive with fellow workers and supervisors from another culture. In our experience training has to occur in conjunction with an on-the-job program that will attract these people. These people generally will not attend group meetings that are held at night or that are not part of some systematic training or work-related program.

Paraprofessionals can reduce and resolve some conflicts by functioning as advocates for the person being helped. But if they do try to play this role, paraprofessionals need extensive training. Intra-family conflicts are particu-



## Barriers to Employment

the leading causes of police fatalities in the line of duty and account for 40 percent of the time lost because of injuries received while on duty. Bard reported a very successful police-training program that reduced these problems. Paraprofessional training would need to include many elements of this program.

**Legal and Financial Problems—Separate but Related Barriers.** A criminal record creates severe employment problems. Jobs are hard to find. Often, civil service jobs are unavailable, and when a person is involved in trial and investigation, it is almost impossible for him or her to hold a steady job. Financial problems create problems on the job. Employers do not like to have wages garnisheed and may lay off or fire a person who creates this problem, sometimes indicating another reason for the dismissal. The person whose household goods are on the street or who cannot feed his or her family is in no position to seek or hold a job.

The items that related to legal and financial problems were so close together that the analysis indicated that they could be structured into one cluster. A spherical graph suggested, however, that while they are highly related there are actually two groups of items involved. One group of items involves problems associated with a criminal record or police record, pending trials, and probation and parole. The other group of items involves garnisheed wages, eviction, bill collectors, and lawsuits. The cluster analysis indicated that legal problems other than criminal ones were between the social conflict and the financial problems cluster, which suggests that for the disadvantaged many legal problems besides criminal arrests may derive from either social conflict or from financial problems.

One of the major supportive roles that a paraprofessional job coach can play is to help resolve legal and financial problems. The coach can deal with creditors or landlords and work out reasonable ways for the client to pay. Coaches can see that clients get access to federal bonding programs, find good legal assistance, help with parole investigations, find temporary funds or food to meet a crisis, and solve bureaucratic problems with welfare. As long as the coach was truly dedicated and had real access to resources to help the clients, we found no difference between ethnic-matched

**Emotional—Personal Problems.** The emotional-personal problems cluster provides a good example of barriers that are basically characteristic of a person, even though the problems may be supported or created by environmental conditions. The problems are not directly work related, but they do interfere with training and work and generally require treatment in order for the client to adjust to work or training. Many of the emotional-personal problem items form one cluster, indicating that they are symptoms of an underlying general condition. Two items that are slightly different are drug abuse and drinking, although these appear very close to the emotional-personal problem cluster. Drug abuse and drinking are probably caused by the same underlying problems and may lead to some emotional-personal problems, particularly depression and anxiety, but they are not solely a part of the emotional-personal cluster. Alcohol and drug abuse should be listed separately as barriers to work adjustment.

Emotional problems that are related to stress and are acute can often be alleviated through direct assistance including removal of other barriers to employment, counseling and therapy, goal setting and planning, along with an identifiable social-support system that encourages people. The problems of cross-cultural counseling and the need to resolve other problems at the same time have already been mentioned.

**Drug Abuse and Drinking Problems.** Chronic emotional problems and alcohol and drug abuse are likely to require considerable time and effort. The more serious and long standing the problem, the more time and effort it is likely to take to alleviate it.

One of our long-term problems was a family in which both husband and wife were heavy glue sniffers. After the husband died, it became possible to help the wife. Her children were placed in foster homes where she had visitation rights, and she went into a half-way house where she received both protection and treatment. She also entered a vocational school program. She is now working and has her children back, but it took two years of fruitless contact before the husband's death and then two more years of care and education to help her.

**Health.** Health problems, like child care and transportation, have low commonality with other barriers and clusters of problems. The health item appeared

in a cluster, which suggests that health problems are sometimes related to these two kinds of problems but the correlations with either cluster were low. The health item is actually quite independent of other barriers.

A woman in her early thirties was identified as someone who, as a single head of a household with three children, expressed a desire to work full time. The caseworker made arrangements for a job interview (cleaning maid) and then went with the woman and observed the interview. The woman looked down and away from the interviewer. The woman could not control one of her eyes because of dysfunction of some muscles that govern eye movements. She was not offered a job. The caseworker discussed the woman's eye problem with her and how it affected her interactions with other people. Within a few weeks, arrangements had been made for corrective surgery. After surgery, the woman felt so good about the success of the operation that she elected to take an intensive 10-week program that led to a civil service job. The woman has held this job for more than three years and has received two automatic pay raises and two merit pay raises.

**Language and Communication Problems.** In developing and empirically testing the concept of a work-adjustment hierarchy, we identified a group of low-income persons who reported problems in getting jobs. These persons reported difficulty in finding out about jobs, filling out application forms, and communicating with prospective employers. Further examination led to the identification of reading problems, language problems, and problems in conversing with people. These problems were added to the list of barriers since they affect adjustment to work and are external to the work environment.

Special language development and basic education programs are necessary to remove barriers to employment. When a problem is related to a client's lack of English, job placement in a setting in which supervisors speak the client's language may also be crucial in helping people obtain full-time employment.

A Spanish-speaking migrant worker with no English skills was brought to the Experimental Manpower Laboratory. Fortunately, the job coach knew of a steel plant that had just hired a bilingual Chicano supervisor. The coach went straight to the supervisor who agreed



interview. The man was hired at approximately \$4.00 an hour. In less than six months he was receiving almost \$6.00 an hour. His supervisor kept asking for some more workers who were as good.

## A Program to Deal With Barriers to Employment

Several of the cases previously mentioned grew out of a program developed specifically to identify and eliminate barriers to employment. The goal of the program was to reduce welfare rolls in a small community. Persons on welfare were interviewed by using the checklist of barriers presented in Table 1. When it appeared that a person was employable except for one or more barriers, a specific action plan was worked out for that person. Sometimes, as with the women who had transportation problems, a group was provided with the same kind of action program.

Overall, the program was a substantial success. Although every person who was in the program did not end up with full-time employment, enough did so that the cost of the program was more than balanced by a reduction in welfare payments. Another kind of success is illustrated by a man who appeared to need tools in order to obtain a job. He was given a loan, and he immediately disappeared. The county board was not entirely unhappy since the cost of the tools was less than two months of welfare payments.

This kind of program could be locally supported since it is relatively inexpensive and offers direct financial incentives to the community. The person or agency trying to set up a program like this should, however, do some homework before approaching local officials. The person or agency should have a list of people who are receiving support, who could and would work if barriers were removed, and a specific plan that removes barriers to employment for each person. The program developed will also need exact figures on the cost of the plan for each person and the potential savings during the next few years if full-time employment becomes possible.

While a program to remove barriers to employment can offer benefits by itself, our experience suggests that an overall program to help the disadvantaged should have three major elements.

article on the work-adjustment hierarchy (Oetting & Miller 1977). The program should deal with local employers, changing those aspects of the work environment that interact with characteristics of the disadvantaged to lead to failure. The program should be an intensive effort to identify and attack barriers to employment. The crucial fact is that the disadvantaged person cannot and will not succeed unless these barriers to employment are eliminated.

REG

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## Where Are You Now?

Had I known at the time  
you needed a friend  
I would have been there  
and reached out  
and touched you  
and let you know  
there was someone to come to  
to feel safe  
when you needed to think  
when you needed to be heard  
when you needed to be needed  
But I was too busy.....  
with papers  
and phone calls  
and memos  
and meetings  
and I missed the chance.....  
I didn't catch the desperate look,  
I didn't hear your lonely call,  
(and I never touched you at all).  
Now you're gone, and I sit, alone,  
on a deserted campus, in a darkened office,  
with bits of paper strewn everywhere  
and pieces of you to remind me-----

Barbera Z. Bossier





### APPENDIX III





I

NAME \_\_\_\_\_

ID \_\_\_\_\_

## WAHIS II SUMMARY SHEET

LEVEL	SUMMATED RATING	COMMENTS
<b>Work Orientation</b> Items I 1 through I 8 (A high score indicates an orientation or desire to work)	<div style="border: 1px solid black; width: 60px; height: 20px; margin: 0 auto; display: flex; justify-content: space-between;"> <div style="width: 45%;"></div> <div style="width: 45%;"></div> </div>	
<b>Job Readiness</b> Items II 1 through II 6 (A high score indicates job readiness)	<div style="border: 1px solid black; width: 60px; height: 20px; margin: 0 auto; display: flex; justify-content: space-between;"> <div style="width: 45%;"></div> <div style="width: 45%;"></div> </div>	
<b>Job Getting</b> Items III 1 through 3 1 (A high score indicates an awareness of how to look for employment)	<div style="border: 1px solid black; width: 60px; height: 20px; margin: 0 auto; display: flex; justify-content: space-between;"> <div style="width: 45%;"></div> <div style="width: 45%;"></div> </div>	
<b>Job Conformance and Adaptation</b> Items IV 2 through IV 3 (A high score indicates serious conformance and adaptation problems)	<div style="border: 1px solid black; width: 60px; height: 20px; margin: 0 auto; display: flex; justify-content: space-between;"> <div style="width: 45%;"></div> <div style="width: 45%;"></div> </div>	
<b>Entry-Level Performance</b> Items V 1 through V 2 Items V 3 and V 4 were included to learn more about the person and were not included to be coded or rated. (A high score indicates problems associated with work output and productivity)	<div style="border: 1px solid black; width: 60px; height: 20px; margin: 0 auto; display: flex; justify-content: space-between;"> <div style="width: 45%;"></div> <div style="width: 45%;"></div> </div>	
<b>Revised Barriers to Employment Scale (RBES)</b>	<div style="border: 1px solid black; width: 60px; height: 20px; margin: 0 auto; display: flex; justify-content: space-between;"> <div style="width: 45%;"></div> <div style="width: 45%;"></div> </div>	

## NAME \_\_\_\_\_ DATE \_\_\_\_\_

- II 1. List the names of the three jobs or kinds of work you have thought you would most like to do (you may wish to include jobs you have done in the past or are now doing).

1. \_\_\_\_\_ } 1 point for each job listed  
2. \_\_\_\_\_  
3. \_\_\_\_\_

- [illegible]



II. 3. For job 2: (Rate or code the same as for job 1)

- What kinds of places or businesses hire people to do this kind of work? ☐ Don't Know
- Are there many opportunities for this kind of work in this town? ☐ Don't Know
- Approximately what is the starting wage? ☐ Don't Know
- What kind of training is required? ☐ Don't Know
- Is the training available locally? ☐ Don't Know
- How much does the training cost? ☐ Don't Know
- Does this kind of work require any special tools, equipment, clothing, etc? ☐ Don't Know
- Why do you think you will like this job? ☐ Don't Know
- Why do you think you will do well at this job? ☐ Don't Know
- Name three skills you have that qualify you for this kind of work?
  - 
  - 
  -

II. 4. For job 3: (Rate or code the same as for job 1)

- What kinds of places or businesses hire people to do this kind of work? ☐ Don't Know
- Are there many opportunities for this kind of work in this town? ☐ Don't Know
- Approximately what is the starting wage? ☐ Don't Know
- What kind of training is required? ☐ Don't Know
- Is the training available locally? ☐ Don't Know
- How much does the training cost? ☐ Don't Know
- Does this kind of work require any special tools, equipment, clothing, etc? ☐ Don't Know
- Why do you think you will like this job? ☐ Don't Know
- Why do you think you will do well at this job? ☐ Don't Know
- Name three skills you have that qualify you for this kind of work?
  - 
  - 
  -

II. 5.

- Do you have a high school diploma or G.E.D. Certificate? ☒ YES ☐ NO
- List the names of three people who would give you a good recommendation and check the appropriate box under each name you list.
  - ☒ relative or friend ☒ previous employer or supervisor ☒ teacher ☒ other, specify (1 if appropriate)
  - ☒ relative or friend ☒ previous employer or supervisor ☒ teacher ☒ other, specify (1 if appropriate)
  - ☒ relative or friend ☒ previous employer or supervisor ☒ teacher ☒ other, specify (1 if appropriate)
- If you could get by without working but could make a little more money by working, would you

not work at all

work sometimes

work all the time

0 1 2



d. List specific skills which you have that you could use to obtain a job you would like to have.

	Have you had special training in this skill?	Do you have a certificate or license for this skill?
_____	<input type="checkbox"/> YES <input type="checkbox"/> NO	<input type="checkbox"/> YES <input type="checkbox"/> NO
_____	<input type="checkbox"/> YES <input type="checkbox"/> NO	<input type="checkbox"/> YES <input type="checkbox"/> NO
_____	<input type="checkbox"/> YES <input type="checkbox"/> NO	<input type="checkbox"/> YES <input type="checkbox"/> NO

e. If you were on a job which paid just enough to get by, what would you do if:

1. The supervisor was grouchy?	2	3	4
_____	_____	_____	_____
Would probably quit	would stick it out for awhile before quitting	would stay until I found another job	would stay until I found a better job
2. The other workers were not friendly?	2	3	4
_____	_____	_____	_____
Would probably quit	would stick it out for awhile before quitting	would stay until I found another job	would stay until I found a better job
3. You didn't enjoy the work?	2	3	4
_____	_____	_____	_____
Would probably quit	would stick it out for awhile before quitting	would stay until I found another job	would stay until I found a better job
4. You disliked or hated the work?	2	3	4
_____	_____	_____	_____
Would probably quit	would stick it out for awhile before quitting	would stay until I found another job	would stay until I found a better job
5. You had to work real hard?	2	3	4
_____	_____	_____	_____
Would probably quit	would stick it out for awhile before quitting	would stay until I found another job	would stay until I found a better job

II. 6. What kind of temporary work could you find in this town while you were in training or looking for a better job?

Please name five jobs: 1 point for each job that was available

1. _____	4. _____
2. _____	5. _____
3. _____	

III. 1. If you had trouble getting a job on your own where could you go for help? Please list five places: 1 point for each correct answer

1. _____	4. _____
2. _____	5. _____
3. _____	

2. How many jobs have you gotten over the past two years? (1 pt for each job)

3. Now I have some questions about ways you may have looked for work during the last two years: Did this help you get a job?

a. Did you check with the State Employment Service?	<input type="checkbox"/> YES <input type="checkbox"/> NO	<input type="checkbox"/> YES <input type="checkbox"/> NO
b. Did you check with any other public agencies or organizations (such as welfare, Concentrated Employment Program, etc)?	<input type="checkbox"/> YES <input type="checkbox"/> NO	<input type="checkbox"/> YES <input type="checkbox"/> NO
c. Did you apply directly to an employer?	<input type="checkbox"/> YES <input type="checkbox"/> NO	<input type="checkbox"/> YES <input type="checkbox"/> NO
d. Did you fill out an application?	<input type="checkbox"/> YES <input type="checkbox"/> NO	<input type="checkbox"/> YES <input type="checkbox"/> NO

JOB READING

HOW GETTING

- e. Did you have an interview? ☐ YES ☐ NO ☐ YES ☐ NO
- f. Did you take a test(s)? ☐ YES ☐ NO ☐ YES ☐ NO
- g. Did you ask your friends or relatives? ☐ YES ☐ NO ☐ YES ☐ NO
- h. Did you check the newspapers? ☐ YES ☐ NO ☐ YES ☐ NO
- i. Did you register with any union? ☐ YES ☐ NO ☐ YES ☐ NO
- j. Did you check with a private employment agency, one supported by fees? ☐ YES ☐ NO ☐ YES ☐ NO
- k. Did you go to any special streets or places where employers come to pick up workers? ☐ YES ☐ NO ☐ YES ☐ NO
- l. Did you use any other way to look for a job? ☐ YES ☐ NO ☐ YES ☐ NO
- Specify: \_\_\_\_\_
- m. Of the ways you used (from above list) which one did you use the most during the last three years? \_\_\_\_\_

4. During the past three years which one (from the above list) has been most successful in getting you a job(s)? \_\_\_\_\_

IV. 1. Approximately how many months have you been unemployed, <sup>or out of school</sup> during the past two years? \_\_\_\_\_

2. For the \_\_\_\_\_ (insert numbers) you've lost over the past three years, how did you lose them?

Number fired { Code the actual number  
Number Quit }  
Number Laid Off (Specify: \_\_\_\_\_.)  
Number Other (Specify: \_\_\_\_\_.)

3. Over the past two years, have you ever been criticized or had any problems on the job, <sup>or in school</sup> for any of the following reasons? If you mark "yes" on any item, answer the two questions to the right of it. State whether or not you agree that this was a real problem and whether you actually lost a job because of it.

Do you believe it was really a problem?

Did you lose a job(s) because of it?

- |  |  |  |
|--|--|--|
| a. Tardiness or lateness<br>/ <input type="checkbox"/> YES <input type="checkbox"/> NO   | / <input type="checkbox"/> YES <input type="checkbox"/> NO | / <input type="checkbox"/> YES <input type="checkbox"/> NO |
| b. Missing Work<br>/ <input type="checkbox"/> YES <input type="checkbox"/> NO  | / <input type="checkbox"/> YES <input type="checkbox"/> NO | / <input type="checkbox"/> YES <input type="checkbox"/> NO |
| c. Too long on breaks<br>/ <input type="checkbox"/> YES <input type="checkbox"/> NO  | / <input type="checkbox"/> YES <input type="checkbox"/> NO | / <input type="checkbox"/> YES <input type="checkbox"/> NO |
| d. Leaving work early<br>/ <input type="checkbox"/> YES <input type="checkbox"/> NO  | / <input type="checkbox"/> YES <input type="checkbox"/> NO | / <input type="checkbox"/> YES <input type="checkbox"/> NO |
| e. Sneaking off the job<br>/ <input type="checkbox"/> YES <input type="checkbox"/> NO  | / <input type="checkbox"/> YES <input type="checkbox"/> NO | / <input type="checkbox"/> YES <input type="checkbox"/> NO |
| f. Appearance: Clothes<br>/ <input type="checkbox"/> YES <input type="checkbox"/> NO   | / <input type="checkbox"/> YES <input type="checkbox"/> NO | / <input type="checkbox"/> YES <input type="checkbox"/> NO |
| g. Appearance: Hair<br>/ <input type="checkbox"/> YES <input type="checkbox"/> NO  | / <input type="checkbox"/> YES <input type="checkbox"/> NO | / <input type="checkbox"/> YES <input type="checkbox"/> NO |
| h. Drunk at work<br>/ <input type="checkbox"/> YES <input type="checkbox"/> NO   | / <input type="checkbox"/> YES <input type="checkbox"/> NO | / <input type="checkbox"/> YES <input type="checkbox"/> NO |
| i. High or stoned at work<br>/ <input type="checkbox"/> YES <input type="checkbox"/> NO  | / <input type="checkbox"/> YES <input type="checkbox"/> NO | / <input type="checkbox"/> YES <input type="checkbox"/> NO |
| j. Illegal activities (gambling, stealing, falsifying records, etc.)<br>/ <input type="checkbox"/> YES <input type="checkbox"/> NO | / <input type="checkbox"/> YES <input type="checkbox"/> NO | / <input type="checkbox"/> YES <input type="checkbox"/> NO |
| k. Bad language<br>/ <input type="checkbox"/> YES <input type="checkbox"/> NO  | / <input type="checkbox"/> YES <input type="checkbox"/> NO | / <input type="checkbox"/> YES <input type="checkbox"/> NO |
| l. Poor English<br>/ <input type="checkbox"/> YES <input type="checkbox"/> NO  | / <input type="checkbox"/> YES <input type="checkbox"/> NO | / <input type="checkbox"/> YES <input type="checkbox"/> NO |
| m. Not following company regulations   |  |  |



Do you believe it was really a problem?

Did you lose a job(s) because of it?

- ADAPTATION
- a. Hanging around on the job  
| ☐ YES ☐ NO | ☐ YES ☐ NO | ☐ YES ☐ NO
  - a. Arguments with other workers  
| ☐ YES ☐ NO | ☐ YES ☐ NO | ☐ YES ☐ NO
  - p. Arguments with supervisors  
| ☐ YES ☐ NO | ☐ YES ☐ NO | ☐ YES ☐ NO
  - q. Being too critical of others  
| ☐ YES ☐ NO | ☐ YES ☐ NO | ☐ YES ☐ NO
  - z. Others being too critical of you  
| ☐ YES ☐ NO | ☐ YES ☐ NO | ☐ YES ☐ NO
  - z. Fighting  
| ☐ YES ☐ NO | ☐ YES ☐ NO | ☐ YES ☐ NO
  - t. Arguments or problems with customers  
| ☐ YES ☐ NO | ☐ YES ☐ NO | ☐ YES ☐ NO
  - u. Racial discrimination  
| ☐ YES ☐ NO | ☐ YES ☐ NO | ☐ YES ☐ NO
  - v. Couldn't get along with everyone  
| ☐ YES ☐ NO | ☐ YES ☐ NO | ☐ YES ☐ NO
  - w. Supervisor too critical  
| ☐ YES ☐ NO | ☐ YES ☐ NO | ☐ YES ☐ NO

V. 1. Over the past two years, have you ever been criticized or had any problems on the job for any of the following reasons? If you mark "yes" on any item, answer the two questions to the right of it. State whether or not you agree that this was a real problem and whether you actually lost a job because of it.

Do you believe it was really a problem?

Did you lose a job(s) because of it?

- a. Not working fast enough  
| ☐ YES ☐ NO | ☐ YES ☐ NO | ☐ YES ☐ NO
- b. Doing sloppy or unacceptable work  
| ☐ YES ☐ NO | ☐ YES ☐ NO | ☐ YES ☐ NO
- c. Having your work criticized  
| ☐ YES ☐ NO | ☐ YES ☐ NO | ☐ YES ☐ NO
- d. Trouble following directions  
| ☐ YES ☐ NO | ☐ YES ☐ NO | ☐ YES ☐ NO
- e. Damaging tools or equipment  
| ☐ YES ☐ NO | ☐ YES ☐ NO | ☐ YES ☐ NO
- f. Not working hard enough  
| ☐ YES ☐ NO | ☐ YES ☐ NO | ☐ YES ☐ NO
- g. Not showing interest or enthusiasm  
| ☐ YES ☐ NO | ☐ YES ☐ NO | ☐ YES ☐ NO
- h. Relying too much upon help from others  
| ☐ YES ☐ NO | ☐ YES ☐ NO | ☐ YES ☐ NO
- i. Not being able to make friends  
| ☐ YES ☐ NO | ☐ YES ☐ NO | ☐ YES ☐ NO
- j. Now I have some questions about your jobs over the last two years. Thinking about your jobs in general, would you say that you were satisfied or dissatisfied?

4 ☐ Very Satisfied 3 ☐ Fairly Satisfied 2 ☐ Fairly Dissatisfied 1 ☐ Very Dissatisfied 0 ☐ No Jobs

2. Have you lost a job during the past three years for a reason not listed in the three lists we've just gone through? ☐ YES ☐ NO  
Specify: \_\_\_\_\_



V. 3. Generally speaking, what have the working conditions been like on the jobs you have held the last two years?

- a. Lighting  
☐ Very Poor   ☐ Poor   ☐ Good   ☐ Very Good   ☐ Not Applicable
- b. Ventilation (e. g., fumes, dust, and odors).  
☐ Very Poor   ☐ Poor   ☐ Good   ☐ Very Good   ☐ Not Applicable
- c. Noise Level  
☐ Very Noisy   ☐ Noisy   ☐ Quiet   ☐ Very Quiet   ☐ Not Applicable
- d. Safety  
☐ Very Unsafe   ☐ Unsafe   ☐ Safe   ☐ Very Safe   ☐ Not Applicable
- e. Cleanliness (e. g., dirt, grease, paint, and ink).  
☐ Very Dirty   ☐ Dirty   ☐ Clean   ☐ Very Clean   ☐ Not Applicable
- f. Room to work  
☐ Very Crowded   ☐ Crowded   ☐ Adequate   ☐ Lots of Room   ☐ Not Applicable  
Room
- g. Organization of materials, tools, and equipment  
Very  
☐ Disorganized   ☐ Disorganized   ☐ Organized   ☐ Very Organized   ☐ Not Applicable
- h. Heating and air conditioning  
☐ Very poor   ☐ Poor   ☐ Good   ☐ Very Good   ☐ Not Applicable

Have any of the above conditions resulted in your quitting a job? ☐ YES ☐ NO   If your answer is "YES" explain briefly: \_\_\_\_\_

4. List the best job you have had during the past two years. \_\_\_\_\_

Use the scales which follow to rate the job listed above. Place a check mark (✓) in one of the seven blanks between the sets of words. If your pay was less than your co-workers, place the check near the left side of the blanks. If your pay was equal to your co-workers, place the check near the right side of the blanks. If your pay was a little bit less than your co-workers, place the check near the center of the seven blanks.

BEST JOB

PAY

Less than Co-Workers \_\_\_\_\_ Equal to Co-workers

SECURITY

Poor \_\_\_\_\_ Good

SUPERVISOR

Easy to Get Along With \_\_\_\_\_ Tough to Get Along With

CO-WORKERS

Easy to Make Friends With \_\_\_\_\_ Tough to Make Friends With

GENERAL CONDITIONS

Pleasant \_\_\_\_\_ Unpleasant

### OVERALL RATINGS OF THE JOB

Do Not Gate {  
Un  
Int  
Re

Unpleasant \_\_\_\_\_ Pleasant

Interesting \_\_\_\_\_ Boring \_\_\_\_\_

Rewarding \_\_\_\_\_ Unrewarding \_\_\_\_\_

Nice \_\_\_\_\_ Awful

Good \_\_\_\_\_ Bad

Section R  
Revised BARRIERS TO EMPLOYMENT SCALE (RBES)

25

Name \_\_\_\_\_ Date \_\_\_\_\_

Listed below are several common problems which can interfere with getting or keeping a job. Please read through the entire list, indicating for each (1) whether you are now facing that problem, and (2) whether that has ever been a problem for you.

BARRIERS	IS THIS A PROBLEM NOW?
1. Child care or other family responsibilities: Specify _____ _____ _____	<input type="checkbox"/> YES <input type="checkbox"/> NO
2. Transportation: Specify _____ _____ _____	<input type="checkbox"/> YES <input type="checkbox"/> NO
3. a. Lack of references	<input type="checkbox"/> YES <input type="checkbox"/> NO
b. Lack of education	<input type="checkbox"/> YES <input type="checkbox"/> NO
c. Lack of experience	<input type="checkbox"/> YES <input type="checkbox"/> NO
d. Lack of skill	<input type="checkbox"/> YES <input type="checkbox"/> NO
e. Looked but couldn't find work	<input type="checkbox"/> YES <input type="checkbox"/> NO
f. Employers think I'm too young or too old	<input type="checkbox"/> YES <input type="checkbox"/> NO
4. a. Bill collectors	<input type="checkbox"/> YES <input type="checkbox"/> NO
b. Wages garnished	<input type="checkbox"/> YES <input type="checkbox"/> NO
c. Evicted from housing	<input type="checkbox"/> YES <input type="checkbox"/> NO
d. Law Suits Against	<input type="checkbox"/> YES <input type="checkbox"/> NO
5. a. Police record	<input type="checkbox"/> YES <input type="checkbox"/> NO
b. Trial(s) pending	<input type="checkbox"/> YES <input type="checkbox"/> NO
c. On probation or parole	<input type="checkbox"/> YES <input type="checkbox"/> NO
6. a. Fighting or arguing with spouse	<input type="checkbox"/> YES <input type="checkbox"/> NO
b. Fighting or arguing with neighbors	<input type="checkbox"/> YES <input type="checkbox"/> NO
c. Fighting or arguing with others	<input type="checkbox"/> YES <input type="checkbox"/> NO
d. Other marital or social problems: Specify _____ _____ _____	<input type="checkbox"/> YES <input type="checkbox"/> NO
7. a. Feel tense and nervous	<input type="checkbox"/> YES <input type="checkbox"/> NO
b. Shy with people	<input type="checkbox"/> YES <input type="checkbox"/> NO
c. Depression	<input type="checkbox"/> YES <input type="checkbox"/> NO
d. Can't control anger	<input type="checkbox"/> YES <input type="checkbox"/> NO
e. Feel like people are against me	<input type="checkbox"/> YES <input type="checkbox"/> NO
f. Other personal problems	<input type="checkbox"/> YES <input type="checkbox"/> NO



BARRIERS	IS THIS A PROBLEM NOW?
<p>8 a. Drinking problems</p> <p>b. Drug abuse</p>	<p>  <input type="checkbox"/> YES <input type="checkbox"/> NO</p> <p>  <input type="checkbox"/> YES <input type="checkbox"/> NO</p>
<p>9 a. Health: Specify _____</p> <p>_____</p> <p>_____</p>	<p>  <input type="checkbox"/> YES <input type="checkbox"/> NO</p>
<p>b. Eyes or Hearing Problems</p> <p>c. Physical Handicaps: Specify _____</p> <p>_____</p> <p>_____</p>	<p>  <input type="checkbox"/> YES <input type="checkbox"/> NO</p> <p>  <input type="checkbox"/> YES <input type="checkbox"/> NO</p>
<p>10 a. Poor English</p> <p>b. Language Problems</p> <p>c. Reading Problems</p>	<p>  <input type="checkbox"/> YES <input type="checkbox"/> NO</p> <p>  <input type="checkbox"/> YES <input type="checkbox"/> NO</p> <p>  <input type="checkbox"/> YES <input type="checkbox"/> NO</p>

\*The addition of English, language, and reading problems stems from information obtained in a cluster analysis of items on the Work Adjustment Hierarchy.

FOLLOW-UP WORK EXPERIENCE FORM

CONFIDENTIAL

COLORADO STATE UNIVERSITY MANPOWER STUDIES

CONFIDENTIAL

1. PRINT NAME  
Last First Middle  
2. ADDRESS  
3. Give the name and address of someone who will generally be able to get in touch with you.  
4. YOUR HOME PHONE  
5. ETHNIC GROUP  
Mexican-American ☐ Anglo ☐ Black ☐ Indian ☐ Other Specify ☐  
6. MARITAL STATUS  
Married ☐ Single ☐ Widowed ☐ Divorced ☐ Separated ☐  
7. NUMBER OF DEPENDENTS  
8. YEARS OF EDUCATION COMPLETED (Circle Highest Grade)  
1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16  
Grade School High School College More  
9. AGE  
10. PHYSICAL HANDICAPS  
11. HOW MANY WEEKS HAVE YOU BEEN UNEMPLOYED SINCE YOU FINISHED THE CEP PROGRAM? Weeks  
12. DID CEP HELP YOU GET A JOB? Yes ☐ No ☐

DESCRIBE ALL THE JOBS YOU'VE HELD SINCE YOU COMPLETED THE CEP PROGRAM. PLEASE INCLUDE EVERY JOB

(Current or Most Recent Job)	Employer	Job Title	Type of Business	Date		Promotions	How well did you like this job?	Liked it a lot <input type="checkbox"/>	Pretty well <input type="checkbox"/>	Neither liked nor disliked it <input type="checkbox"/>	Didn't care much for it <input type="checkbox"/>	Didn't like it at all <input type="checkbox"/>
				Started	Ended							
				Hours Weekly	Worked	Per Week	Pay					

1. a. We need additional information about your current or most recent job.
- What was the starting wage? 2. When you took the job, did you know it was temporary or short term? Yes ☐ No ☐
  - Did the job include health or hospital insurance? Yes ☐ No ☐ 4. Was there a lot of turnover among the workers? Yes ☐ No ☐
  - Were a lot of the workers late or absent from work? Yes ☐ No ☐ 6. Was your supervisor helpful? Yes ☐ No ☐
  - Was your supervisor a good supervisor? Yes ☐ No ☐ 8. Was anyone who worked with you promoted while you were there? Yes ☐ No ☐
  - Did anyone get an increase in wages while you were there? Yes ☐ No ☐
  - Was your supervisor fair in his dealings with the employees? Yes ☐ No ☐
  - Were the wages fair in relation to the amount of work? Yes ☐ No ☐
  - Were your wages fair in relation to what people get paid on other jobs? Yes ☐ No ☐
  - Did people who worked there have job security in terms of employment for several years? Yes ☐ No ☐

14. Was the job a union job? Yes ☐ No ☐ 15. Was the work boring? Yes ☐ No ☐  
 16. Was the work monotonous? Yes ☐ No ☐ 17. Was the work interesting? Yes ☐ No ☐  
 18. Was the work challenging? Yes ☐ No ☐ 19. Was this a job you would enjoy doing for several years? Yes ☐ No ☐  
 20. Did most of the workers enjoy their work? Yes ☐ No ☐

LIST THE OTHER  
JOBS YOU HAVE  
Held DURING THE  
LAST TWO YEARS

Employer	Type of Business	Date Started	Date Ended	Hours Worked Per Week	Weekly Pay
Job Title	Job Description				
Promotions	YES	NO	Why did you leave?		
How well did you like this job?	Liked it a lot <input type="checkbox"/>	Liked it Pretty well <input type="checkbox"/>	Neither liked nor disliked it <input type="checkbox"/>	Didn't care much for it <input type="checkbox"/>	Didn't like it at all <input type="checkbox"/>

Employer	Type of Business	Date Started	Date Ended	Hours Worked Per Week	Weekly Pay
Job Title	Job Description				
Promotions	YES <input type="checkbox"/> NO <input type="checkbox"/>	Why did you leave?			
How well did you like this job?	Liked it a lot <input type="checkbox"/>	Liked it Pretty well <input type="checkbox"/>	Neither liked nor disliked it <input type="checkbox"/>	Didn't care much for it <input type="checkbox"/>	Didn't like it at all <input type="checkbox"/>

Employer	Type of Business	Date Started	Date Ended	Hours Worked Per Week	Weekly Pay
Job Title	Job Description				
Promotions	YES <input type="checkbox"/> NO <input type="checkbox"/>	Why did you leave?			
How well did you like this job?	Liked it a lot <input type="checkbox"/>	Liked it Pretty well <input type="checkbox"/>	Neither liked nor disliked it <input type="checkbox"/>	Didn't care much for it <input type="checkbox"/>	Didn't like it at all <input type="checkbox"/>



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